

# **COCKLE BAY PARK REDEVELOPMENT**

Appendix T Heritage Interpretation Strategy

**State Significant Development,  
Development Application (SSD DA)**

Prepared for DPT Operator Pty Ltd and DPPT Operator Pty  
Ltd

29 September 2021

Revision [D]

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<b>Revision</b>	<b>Date</b>	<b>Person</b>	<b>Reviewed by</b>
Revision A First Issue Draft	30.08.21	AM	JP
Revision B Second Issue Draft Following meeting with PMNSW on 31.08.21 and Ethos Urban and TSA Management Feedback	09.09.21	AM	JP
Revision C Third Issue Final Co-owner revision 20.09.21	21.09.21	AM	JP
Revision D Minor corrections	29.09.21	AM	JP

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# 1 INTRODUCTION

## 1.1 Preamble

This report has been prepared to accompany a detailed State Significant Development (SSD) Development Application (DA) (Stage 2) for a commercial mixed-use development, Cockle Bay Park, which is submitted to the Minister for Planning and Public Spaces pursuant to Part 4 of the Environmental Planning and Assessment Act 1979 (EP&A Act). The development is being conducted in stages comprising the following planning applications:

- Stage 1 – Concept Proposal setting the overall ‘vision’ for the redevelopment of the site including the building envelope and land uses, as well as development consent for the carrying out of early works including demolition of the existing buildings and structures. This stage was determined on 13 May 2019, and is proposed to be modified to align with the Stage 2 SSD DA.
- Stage 2 – detailed design, construction, and operation of Cockle Bay Park pursuant to the Concept Proposal.

This Interpretation Strategy has been prepared to fulfil part of the requirements of the following SEAR pertaining to SSD - 9978934 – Condition 13:

*A draft heritage interpretation plan or strategy, preferably integrated into the architectural design that addresses the Aboriginal, maritime and industrial heritage of the original Cockle Bay Wharves and historic shoreline.*

This report has also been prepared to fulfill Condition C11 of SSSDA 7684

*C11. Future Development Application(s) shall include Heritage Interpretation Strategy prepared in consultation with the Heritage Council NSW and informed by the results of the archaeological fieldwork/investigations*

The following report addresses this condition. It should be noted that any major archaeological investigations, particularly those underneath the Western Distributor will only commence once the wider site construction has begun. As such this Interpretation Strategy utilizes information contained within the desktop studies. Once fieldwork investigation has been undertaken, the strategy can be updated, and the design of the interpretation amended where necessary to incorporate any archaeological findings.

## 1.2 Authorship and Acknowledgements

This Interpretation Strategy has been prepared by Anna McLaurin, B.Envs (Arch), M.Herit.Cons. MURP., and James Phillips, B.Sc.(Arch), B.Arch, M.Herit.Cons.(Hons), of Weir Phillips Heritage and Planning.

## 1.3 Site Location

The site is located at 241-249 Wheat Road, Sydney to the immediate south of Pyrmont Bridge, within the Sydney CBD, on the eastern side of the Darling Harbour precinct.

The site encompasses the Cockle Bay Wharf development, parts of the Eastern Distributor and Wheat Road, Darling Park and Pyrmont Bridge.

The Darling Harbour Precinct is undergoing significant redevelopment as part of the Sydney International Convention, Exhibition and Entertainment Precinct (SICEEP) including Darling Square and the IMAX renewal (W Hotel) projects. More broadly, the western edge of the Sydney CBD has been subject to significant change following the development of the Barangaroo precinct.



**Figure 1: Location Plan**

This report has been prepared in response to the Secretary’s Environmental Assessment Requirements (SEARS) dated 12 November 2020 for SSD-9978934. Specifically, this report has been prepared to respond to those SEARS summarised in Table 1.

<b>TABLE 1 - SEARs requirements</b>		
<b>Item</b>	<b>Description of Requirement</b>	<b>Section Reference (this report)</b>
13	A draft heritage interpretation plan or strategy, preferably integrated into the architectural design that addresses the Aboriginal, maritime and industrial heritage of the original Cockle Bay Wharves and historic shoreline.	Sections 6 - 9

This report has also been prepared in response to the following Stage 1 (SSD 7684) conditions of consent summarised in Table 2.

<b>Table 2 - Concept approval of Conditions of Consent</b>		
<b>Item</b>	<b>Description of Requirement</b>	<b>Section Reference (this report)</b>
C11	C11. Future Development Application(s) shall include Heritage Interpretation Strategy prepared in consultation with the Heritage Council NSW and informed by the results of the archaeological fieldwork/investigations	Sections 6 - 9

## **1.4 Methodology**

This Interpretation Strategy has been prepared in accordance with current best practice guidelines and methods for the interpretation of heritage in NSW. These include key documents:

- Heritage Information Series: Interpreting Heritage Places and Items Guidelines (NSW Heritage Office 2005)
- Heritage Information Series: Heritage Interpretation Policy (NSW Heritage Council and NSW Government Department of Planning 2005)
- Australia ICOMOS, 2013 The Australian ICOMOS Charter for Places of Cultural Significance (The Burra Charter)

### **1.4.1 General References**

- Ashton, Paul and Waterson, Duncan, Sydney Takes Shape: A History in Maps, Brisbane, Hema Maps Pty Ltd, 2000,
- Macle hose, James, Picture of Sydney and Strangers' Guide to New South Wales for 1839. First published in 1839. This edition published by John Ferguson Pty Ltd in 1977.
- Otto Cserhalmi + Partners, Pyrmont Bridge Darling Harbour, Sydney, Conservation Management Plan. Prepared for the Sydney Harbour Foreshore Authority, June 2006.
- Place Management NSW (nd) Stories of Darling Harbour , Sydney

### **1.4.2 Historic Plans and Photographs**

- City of Sydney, City Section Survey Plans: Section 30, 1833. City of Sydney Archives.
- Dove, Henry Percy, Plans of Sydney, Section 82, 1880. City of Sydney Archives.
- Fire Underwriters Association of NSW, Fire Underwriters Plans, Federation Wharfs Block No. 161, ca.1917-1939. City of Sydney Archives.
- New South Wales Lands Department, (Aerial photograph over the

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- eastern part of Darling Harbour), 1943. NSW Lands Department.
  - Town Planning Branch of the City of Sydney Engineering Department, Civic Survey, City Proper, 1948. City of Sydney Archives.
  - Woolcott & Clarke's map of the City of Sydney : with the environs of Balmain and Glebe, Chippendale Redfern, Paddington &c, 1854. National Library of Australia.

### 1.4.3 Heritage Listing Sheets

- Pyrmont Bridge, State Heritage Inventory No. 5053337

### 1.4.4 Planning Documents

- Darling Harbour Development Plan No. 1 (DHDP).
- Sydney Development Control Plan 2012.
- Sydney Local Environmental Plan 2012.
- State Environmental Planning Policy (State and Regional Development) 2011

## 2 UNDERSTANDING INTERPRETATION

### 2.1 Interpretation as a Conservation Process

Providing an understanding of *what* a Heritage Site or Heritage Item is and *why* it is important is a key tenet of the heritage conservation process. To communicate these values, some form of interpretation is usually required. Interpretation, in a heritage or museum context, involves *explaining* an item and its significance.<sup>1</sup> Interpretation supports, and can enhance, recognition and understanding of the importance of heritage places among site owners, users and the broader community.

The role of interpretation within the conservation process is highlighted in a number of important documents. These documents provide a good understanding of what interpretation should involve:

#### 2.1.1 The Burra Charter: The Australian ICOMOS charter for places of cultural significance (2013 amendment).

Interpretation is implicit in many articles of the *Burra Charter*, but is highlighted in the following:

Article 1.17 of the *Burra Charter* states: 'Interpretation means all the ways of presenting the cultural significance of the place.' Interpretation may be a combination of the treatment of fabric (for example, restoration, reconstruction, maintenance), the use of a place and the introduction of explanatory materials.

Article 12 of the *Burra Charter* states: 'Conservation, interpretation and management of a place should provide for the participation of people for whom the place has special

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<sup>1</sup> 'What is Interpretation?' in T. Ambrose and C. Paine, *Museum Basics*, London, ICOM in conjunction with Routledge, 1993, p.67.

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associations and meanings, or who have social, spiritual or other cultural responsibilities for the place.’

Article 15.4 states: ‘The contributions of all aspects of cultural significance of a place should be respected. If a place includes fabric, uses, associations or meanings of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.’

Article 24 states: ‘Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented (24.1). Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented (24.2).

Article 25 states: ‘The cultural significance of many places is not readily apparent, and should be explained by interpretation. Interpretation should enhance understanding and enjoyment, and be culturally appropriate.’

### 2.1.2 NSW Heritage Office (now Heritage NSW) Publications

The guidelines produced by the NSW Heritage Division, listed under Section 1.3, further explain the interpretative process and encourage good interpretative practices including: understanding the history and significance of the site; identifying opportunities for interpretation; understanding the potential audiences; and encouraging relevant, respectful and thought-provoking interpretation. These guidelines provide practical measures for interpretation. For example, the Heritage Division guidelines assist in making reasoned choices about what to interpret on a site with multi-faceted significance.

Special guidelines are being produced to assist in the interpretation of First Nations values and culture, such as the Australian Heritage Commission’s 2002 publication *Ask First: A Guide for Respecting Indigenous Heritage Places and Values*.

**Interpretation can take many forms.** The methodology adopted will greatly affect the quality of the message that is conveyed. Simply by being identified within the heritage context, heritage sites and items convey a message. Determining what that message is and how best to reinforce and convey it is the purpose of an Interpretation Plan.

Conservation, restoration and maintenance are key heritage elements and are often the best way of preserving significant attributes and associations. In many instances, however, retention is not always possible or past buildings/structures known to have stood on the site have been removed, leaving only potential archaeological deposits. Other ways of interpreting significance, such as interpretation panels, public art, or tracing archaeological remains in different finishes, can be used.

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## 2.2 Principles of Interpretation for the Site

Using the *Burra Charter* and the Heritage NSW guidelines, the following key interpretation principles for the site have been identified:

- Focus on the history and significance of the site and its elements and from these develop site-specific themes and stories.
- Involve people with skills and experience in heritage interpretation.
- Follow the guidelines provided by the *Burra Charter* and Heritage NSW Office (Division) documents.
- Identify potential audiences.
- Ensure that consultation is undertaken with Aboriginal stakeholders for any interpretation involving Aboriginal history and/or artefacts.
- Use fabric and landscape elements (conserved or newly created), documentary research and graphic materials to convey and interpret the significance of the site.
- Ensure that any interpretation recommendations are integrated with the planning process, in particular with the architectural design of the new development.
- Ensure research is thorough and that accumulated materials are publicly deposited upon completion of this project.
- Ensure that the interpretation recommendations and devices have the potential to be engaging and stimulating by evaluating them during and after development.
- Ensure that interpretative devices are of a high quality.
- Ensure that interpretative devices are accessible and reversible where required.
- Plan for continuing maintenance and regular review of interpretative media.

## 3 HISTORICAL DEVELOPMENT OF THE SITE

### 3.1 Original Occupation

An Aboriginal history and significance report has been prepared by ACHAR and Balarinji. These reports should be referred to for a more detailed assessment and analysis.

It is acknowledged that the traditional custodians of the City of Sydney are the Cadigal people of the Eora Nation. The foreshores of Port Jackson were used by the Cadigal people for shelter, hunting and gathering and ceremonial purposes. Cockle Bay, or Tumbalong, meaning 'a place where seafood is found' according to the Anon notebook found alongside William Dawes' notebooks, is an area rich in Aboriginal history and culture, both precolonial and present day.



**Figure 2: William Bradley drawings from his journal 'A Voyage to New South Wales', ca. 1802:**  
Mitchell library, State Library of New South Wales

### 3.2 Early European Land Use

The Colony of NSW was formally established on 26<sup>th</sup> January, 1788 at Sydney Cove. Exploration of the surrounding area began shortly after. Present-day Cockle Bay was first named Long Bay in 1788. Until the 1830s, however, the bay, was colloquially known as 'Cockle Bay', 'cockle' being the common name for shellfish in Sydney in the eighteenth and nineteenth centuries. From the earliest days of settlement, convict women, as had the Cadigal people before them, collected shells from the foreshores of the bay to supplement their rations and to provide lime for mortar.

The way in which the early settlement was arranged was to have a long lasting impact on the disposal and use of land in adjacent areas. Despite its proximity to Sydney Cove and The Rocks, the eastern side of Cockle Bay was little occupied during the first twenty years of European settlement. As Sydney expanded, however, the limited wharfage available at Sydney Cove became increasingly congested. The older warehouses and wharves to the south became irrelevant as the Tank Stream steadily silted up. The Government Domain inhibited expansion towards the east of the Cove; the government dockyard and commissary and the premises of Robert Campbell lay to the west. By the Macquarie era (1810-1822), it was becoming increasingly obvious that Cockle Bay and Cockle Bay Point (now Millers Point) provided the best option for Sydney's expanding maritime activities. Market activity also moved southwards when, in 1810, a market wharf was built in Cockle Bay and the township's market place relocated to the present-day site of the Queen Victoria Building.

A series of land grants were made around Cockle Bay/Darling Harbour, including large grants to Surgeon John Harris (Ultimo) and John Macarthur (Pymont). The Macarthurs were among the first to establish a private wharf in the bay.<sup>2</sup>

Leases for large waterfront allotments around the shoreline and for smaller residential blocks around Flagstaff Hill were allocated during the 1820s. *A Plan of the Town and Suburbs of Sydney* (1822) shows two wharves on the east side of Darling Harbour, the Macarthur's Wharf at the head of Market Street and a steam engine for grinding grain.<sup>3</sup> In the restrictive trading environment of the 1820s, however, the development of wharf activity in Walsh Bay, Cockle Point and North Cockle Bay would be piecemeal. Wharf construction and enlargement, and industrial development, including new steam mills, commenced in earnest in the 1830s and 1840s to handle increase inland and coastal trade. In 1855, the Darling Goods Line would open to service this increased trade.

By 1831, Cockle Bay had been renamed 'Darling Harbour' in honour of Governor Ralph Darling. Figure 2 provides a detail from the *City Section Plan Series* of 1833 showing the foreshore and 'claimants' of land holdings along the south eastern part of the Cockle Bay foreshore. Claimants of land included well-known City identifies Samuel Terry, John Terry Hughes and W.C. Wentworth. The plan also notes the illegal reclaiming of land from the harbour foreshore.

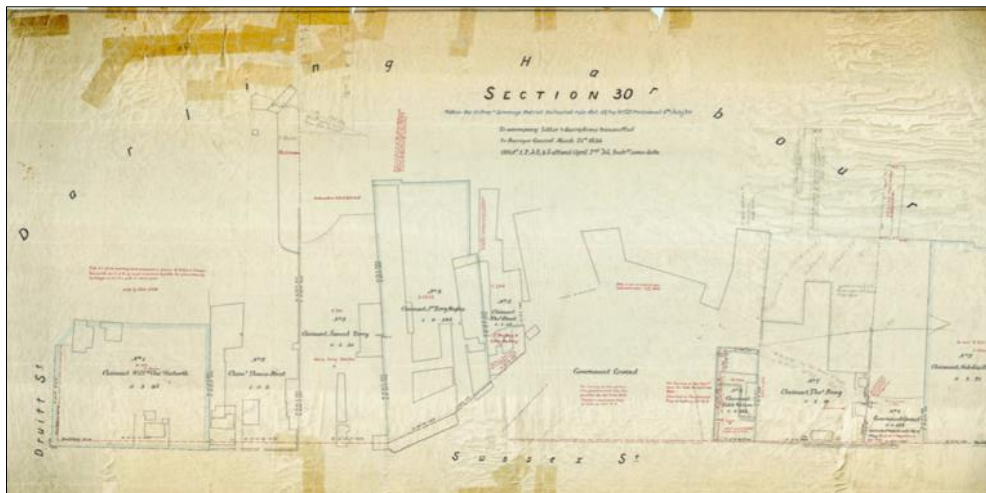


Figure 3: City of Sydney, *City Section Survey Plans: Section 30, 1833*. Compiled by the City of Sydney in 1880 from surveys prepared in 1833.

City of Sydney Archives.

### 3.3 Mid-Nineteenth Century Expansion and the First Pymont Bridge

Sussex Street, the closest street to the eastern foreshore of Cockle Bay/Darling Harbour barely exists in a 'Plan of the Town and Suburbs of Sydney, August, 1822.' By 1839, however, James Macle hose could write of a busy Sussex Street, forming the 'main thoroughfare between the wharfs, flour mills, shipbuilding yards and

<sup>2</sup> Otto Cserhalmi + Partners, *Pymont Bridge Darling Harbour, Sydney, Conservation Management Plan*. Prepared for the Sydney Harbour Foreshore Authority, June 2006, pp. 36-38.

<sup>3</sup> 'Plan of the Town and Suburbs of Sydney, August, 1822' (Mitchell Library) cited in Paul Ashton and Duncan Waterson, *Sydney Takes Shape: A History in Maps*, Brisbane, Hema Maps Pty Ltd, 2000, pp.18-9.

manufactories.’<sup>4</sup> By the time that the City of Sydney was incorporated in 1842, the area to the west of George Street, extending to Cockle Bay comprised a jumble of housing and manufacturing.

The number of wharfs on the eastern side of Darling Harbour continued to grow. Figure 4 provides a detail of Woolcott and Clarke’s 1854 *Map of the City of Sydney*, which names a number of the wharfs between DrUITT and Market Streets in the area comprising the subject site. From Market Street heading south to DrUITT Street, the wharfs are identified as the Albion Wharf, the Streets (?) Wharf and Hydnes Wharf. Scattered buildings are shown behind the wharfs.



**Figure 4: Woolcott & Clarke's map of the City of Sydney : with the environs of Balmain and Glebe, Chippendale Redfern, Paddington &c, 1854 (Detail only).**  
National Library of Australia

Significant change was foreshadowed in 1855 when a private act was passed allowing the formation of the Pyrmont Bridge Company. In 1857, this company erected the first Pyrmont Bridge, which was a toll bridge, linking the Pyrmont and Sydney Shores of Darling Harbour. Union and Market Street formed the approaches to the bridge. The first Pyrmont Bridge was designed by Edward Orpen Moriarty and was built of timber. The central span opened to allow shipping to reach the wharves at the southern end of the harbour. The bridge was erected as part of a larger scheme of the Company's that included a bridge across the Blackwattle Swamp, leading to Bridge Road and ultimately Parramatta Road. Tolls continued to be charged until 1884, at which time the Government purchased the bridge.<sup>5</sup>

<sup>4</sup> James Maclehoose, *Picture of Sydney and Strangers' Guide to New South Wales for 1839*. First published in 1839. This edition published by John Ferguson Pty Ltd in 1977.

<sup>5</sup> Otto Cserhalmi + Partners, *Pyrmont Bridge Darling Harbour, Sydney, Conservation Management Plan*. Prepared for the Sydney Harbour Foreshore Authority, June 2006, p.41.

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During the above period, the land at the head of Darling Harbour was reclaimed. Between 1864-1865, the newly reclaimed land was fronted with a stone dyke. As Sydney Cove changed its focus to become a major transport interchange, Darling Harbour continued to be home to the private wharfs of international shipping companies and coastal shipping companies, together with the ferry wharfs of companies running services to Balmain and up the Parramatta River. The City of Sydney had their own wharf, the Corporation Wharf, initially located near the Patent Slip off Sussex Street but subsequently located to the south of the Market Wharf, to the site of what would become the location of the second Pyrmont Bridge. Photographs show that the waterfront was a jumble of buildings of all sizes and types and timber wharfs. Figure 5 provides an early photograph of the Sydney foreshore of Darling Harbour south of the first Pyrmont Bridge.



**Figure 5: View the City from Pyrmont, showing the original Pyrmont Bridge of the left hand side.** State Library of NSW cited in Otto Cserhalmi + Partners, Pyrmont Bridge Darling Harbour, Sydney, Conservation Management Plan, 2006

### **3.4 Darling Harbour in the Late Nineteenth Century and the Second Pyrmont Bridge**

The importance of Darling Harbour as a freight harbour grew. The facilities in the Darling Harbour Goods Yard gradually improved and the iron wharf was built to allow larger steamers to dock at the southern end of Darling Harbour. The number of wharfs on the eastern side of Darling Harbour continued to grow. Dove's *Plans of Sydney* dated 1880 (Figure 6) identify the wharfs between Market and Drutt Streets as: the Corporation Wharf, Baltic Wharf, Albion Wharf, Fagan's Wharf, Street's Wharf and Wentworth Wharf. Behind the wharfs lay timber stores, steam saw mills, foundries and other industrial enterprises, with commercial businesses fronting Sussex Street.



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two from English firms and a third from a Sydney based company- the project did not proceed due to the depression of the early 1890s.

As the economy revived in 1894, a Parliamentary Standing Committee revisited the question of the bridge design, seeking the opinion of wharf owners, shipping captains, railway commissioner and nearby landowners. In 1894, the Roads and Bridges Branch of the Department of Public Works began prepared three schemes for a new bridge. It would be five years before a motion to construct a new timber bridge was passed by Parliament. Steel was chosen for the swing span, in line with contemporary developments in Europe. Steel was not then manufactured in the colonies; the swing span and caisson of the new bridge was imported. The new bridge was primarily the work of Percy Allan, M. Inst. C.E. Work began in late 1899 at the Pymont end of the bridge. The foundation stone for the new bridge was laid by the Minister of Public Works on 6 December, 1899. The bridge was constructed beside the original bridge on the location of the former Corporation Wharf. The bridge was opened in June 1902 and the old bridge dismantled. Figure 7 provides a photograph of the new bridge under construction, showing the warehouses and stores that then stood behind the northern part of the subject site.

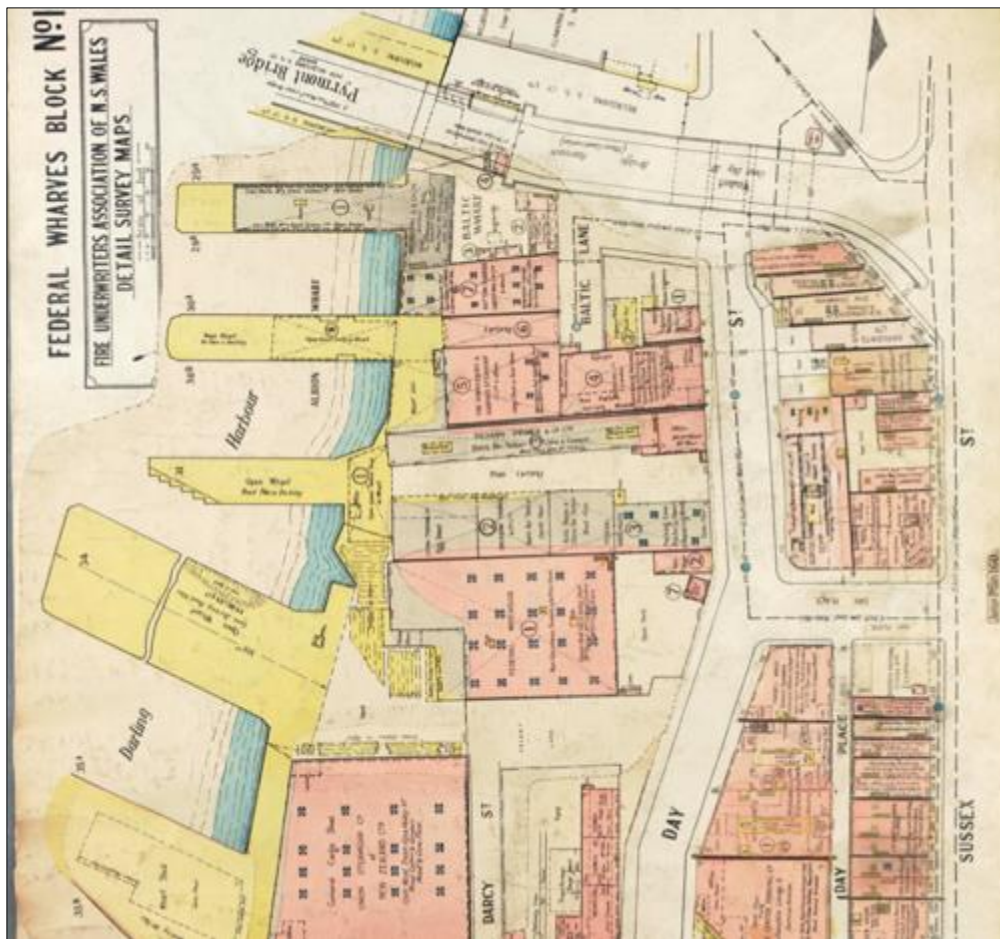


**Figure 7: Photograph of the Sydney Approaches from the Album of Percy Allen, dated 2 May, 1900.** Department of Commerce, cited in Otto Cserhalmi + Partners, Pymont Bridge Darling Harbour, Sydney, Conservation Management Plan, 2006.

### **3.5 Darling Harbour After 1900**

In the early nineteenth century, following the outbreak of bubonic plague, the Government resumed large parts of the waterfront, including parts of the subject site. While better wharfs and larger buildings replaced the sheds of earlier periods, similar

activities continued to be carried out on the stretch of foreshore between Market and Druitt Streets. The NSW Fire Underwriters Plans dating from the Interwar period show that the Baltic Wharf, the first wharf south of the Pyrmont Bridge, was partially enclosed above with an iron walls with glass sashes. Refer to Figure 8. Behind this wharf was a general cargo shed, used by 'Melbourne S.S. Co. Ltd' and others. The wharfs to the south were open sided, some with timber decking and piling and some with concrete decking on timber piling. Behind stood large warehouses or stores used by a variety of companies. The largest warehouse as the general cargo store of the Union Steamship Company of New Zealand. Day Street had been created/formalized to facilitate access. The small scale industries of earlier years- the steam saw mills- are notably absent. This is consistent with change along the Darling Harbour foreshore at this time carried out as part of the Darling Harbour Improvement Scheme. Many large stores and warehouses, particularly wool stores, were built, fronting Darling Harbour.



**Figure 8: Fire Underwriters Association of NSW, Fire Underwriters Plans, Federation Wharfs Block No. 161, ca.1917-1939 (Detail only). City of Sydney Archives.**

A similar pattern of buildings on the subject site is shown by the City Survey Plans prepared in the 1930s and 1940s (Figure 9) and a 1943 aerial photograph of Darling Harbour (Figure 10). By this time, the coastal harbour trade was considerably diminished. Darling Harbour was in decline; the last goods train ran in 1984.



Figure 9: Town Planning Branch of the City of Sydney Engineering Department, *Civic Survey, City Proper*, 1948.(Detail only).  
City of Sydney Archives.



Figure 10: New South Wales Lands Department, *Aerial photograph over the eastern part of Darling Harbour*, 1943.  
NSW Lands Department.

### 3.6 The Western Distributor and the Closure of Pyrmont Bridge

Significant change came to the area surrounding the subject site when the Western Distributor was constructed as a viaduct to carry traffic above the City streets towards the Harbour Bridge. The first stage was opened in 1972 and the last, the Anzac Bridge,

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in 1995. The Western Distributor has created a barrier between the City and Darling Harbour.

The Pyrmont Bridge was permanently closed to traffic on 7 August, 1981 following the opening of new concrete crossings over Darling Harbour. It was originally intended to demolish the bridge to provide expanded wharfage in upper Darling Harbour. Sufficient pressure was brought on the government by various bodies interested in the historic significance of the bridge for it to be preserved as part of the Government's proposed redevelopment of the Darling Harbour as a major Bicentennial project. The bridge was adaptably reused as a pedestrian walkway and to house the monorail. Major restoration works were carried out. The Pyrmont Bridge is listed on the State Heritage Register.

### **3.7 The Revitalization of Darling Harbour**

As noted above, Darling Harbour was revitalized for the Australian Bicentenary in 1988. Improvements continued over the following ten years. The existing building on the site, the Cockle Bay Wharf Centre, was constructed in 1998.

## **4 SITE DESCRIPTION**

The Site is located within Darling Harbour. Darling Harbour is a 60 hectare waterfront precinct on the south-western edge of the Sydney Central Business District that provides a mix of functions including recreational, tourist, entertainment and business. The Site is located to the immediate south of Pyrmont Bridge, within the Sydney CBD on the eastern side of the Darling Harbour precinct. The Site is located within the City of Sydney local government area (LGA). A locational context area plan and location plan are provided at Figure 1 below.

The Darling Harbour precinct is undergoing significant redevelopment as part of the SICEEP, Darling Square, and W-Hotel projects. The urban, built form and public transport / pedestrian context for Harbourside will fundamentally change as these developments are progressively completed.



Figure 11: View of the site looking south along the boardwalk at Darling Harbour.

#### 4.1 The Surrounding Area

The surrounding area is characterised by tourist, retail and commercial buildings oriented towards Cockle Bay. The Western Distributor Freeway divides the subject site from the western side of the Sydney CBD. Surrounding the site to north and east are a number of large commercial towers forming part of the western side of the Sydney CBD. Interspersed between the large commercial towers are a number of heritage items. These heritage items are limited to four levels and are mostly overshadowed by the surrounding large scale development. As stated above Pyrmont Bridge forms part of the northern boundary of the site.

See Figure 12 to Figure 17.



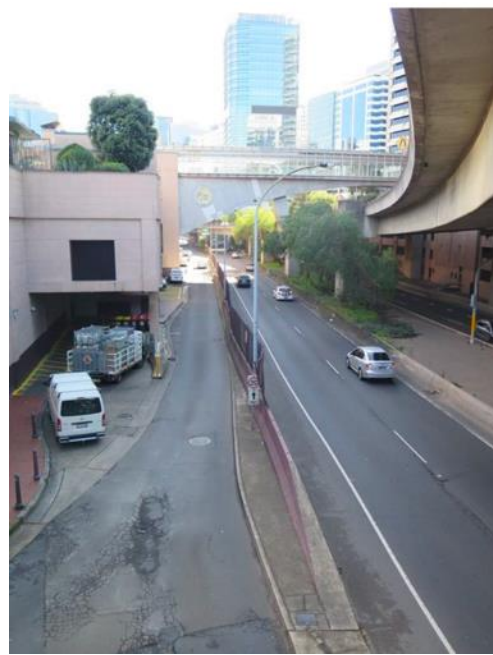
Figure 12: View from the Market Street Bridge looking west.



Figure 13: The Western Distributor bisecting the site.



**Figure 14: Looking south across the Western Distributor northbound flyover lane from the Pedestrian Footbridge.**



**Figure 15: View looking North along Wheat Road.**



**Figure 16: Looking from the site towards the Pyrmont Bridge looking west.**



**Figure 17: View north along the Boardwalk with the site to east. The Pymont Bridge is in the distance.**

## **4.2 Future Site Description**

The stage 2 SSDA for the mixed-use redevelopment of Cockle Bay Wharf comprises of the following development:

- Construction of a new commercial tower of Forty-three (43) storeys containing:
  - 4 publicly accessible podium levels, containing upto 14,000 sqm of retail GFA
  - 35 levels of commercial office space, containing upto 75,000 sqm of commercial GFA, with 4 levels of plant room.
  - A landbridge across the Western Distributor freeway between Darling Harbour and Darling Park, including:
  - A publicly accessible park, containing more than 6,500m<sup>2</sup> of public open space
  - Associated landscaping and access to the park from both Darling Park and Darling Harbour
- A loading dock area with nine (9) loading bay spots
- Bicycle parking spaces for commercial, retail and visitor use and associated end of trip facilities



**Figure 18: View of the new tower and podium from the opposite side of Darling Harbour.**



**Figure 19: View of the podium and connection with the Pymont Bridge**



**Figure 20: View of the new public park above the Western Distributor**



Figure 21: Pedestrian view of the new public park.



Figure 22: View from the boardwalk along Darling Harbour towards the Pyrmont Bridge, .

## 5 HERITAGE VALUES

### 5.1 Summary of Existing Statutory Heritage Listings for the Site

Statutory Mechanism	Site
State Heritage Register under the <i>Heritage Act 1977</i> (NSW).	Yes. SHR No. 01618
In the vicinity of items on the State Heritage Register under the <i>Heritage Act 1977</i> (NSW).	Yes
Sydney Harbour Foreshore Authority s.170 Register.	Yes. Pyrmont Bridge  Yes. Cockle Bay Precinct Archaeological Remains

Listed as an item of local heritage significance by Schedule 5 of the Sydney LEP 2012	No
Located within the vicinity of local heritage items by Schedule 5 of Sydney LEP 2012;	Yes.
Located within a heritage conservation area.	No.

## 5.2 Statement of Significance

The State Heritage Inventory provides the following statement of significance for the Pyrmont Bridge:<sup>7</sup>

Pyrmont Bridge is an item of State heritage significance for its aesthetic, historical and scientific cultural values. An essential link between the city and the inner western suburbs, Pyrmont Bridge is closely associated with the economic and social development of Sydney at the end of the 19th century. Pyrmont Bridge is closely associated with Percy Allen, PWD Engineer-in-Chief of bridge design, who was responsible for the introduction of American timber bridge practice to NSW and designed over 500 bridges in NSW. The quality of the carved stonework of the piers and portals added to the aesthetic appeal of the bridge.

At the time of construction the swing span of Pyrmont Bridge was one of the largest in the world. It was one of the first swing bridges to be powered by electricity. The timber approach spans demonstrate a rare example of deck type Allan trusses; there being no other known example. The bridge's Australian design and technological innovation was a source of pride for the people of NSW.

Despite the demolition of the eastern approach to the bridge and the construction of the mono-rail track, Pyrmont Bridge retains its essential heritage values.

<sup>7</sup><http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5053337>



**Figure 23: Pyrmont Bridge in the early 20<sup>th</sup> Century.**  
Source: NSW Heritage Council



**Figure 24: The Pyrmont Bridge as view from the boardwalk in front of the subject site.**



Figure 25: Looking east towards the CBD from the Pyrmont Bridge.

### 5.2.1 Heritage Items in the Vicinity of the Site

For the following, ‘in the vicinity’ has been determined with reference to physical proximity, existing and potential view corridors and the nature of the proposed works.

Figure 26 shows the location of heritage items, listed by Schedule 5 Part 1 of the *Sydney LEP 2012*, within the vicinity of the site. Heritage items are coloured brown or green and numbered.

Items listed on the Sydney Harbour Foreshore Authority s.170 Register are not noted on the *Sydney LEP 2012*. They are indicated by the red shading.

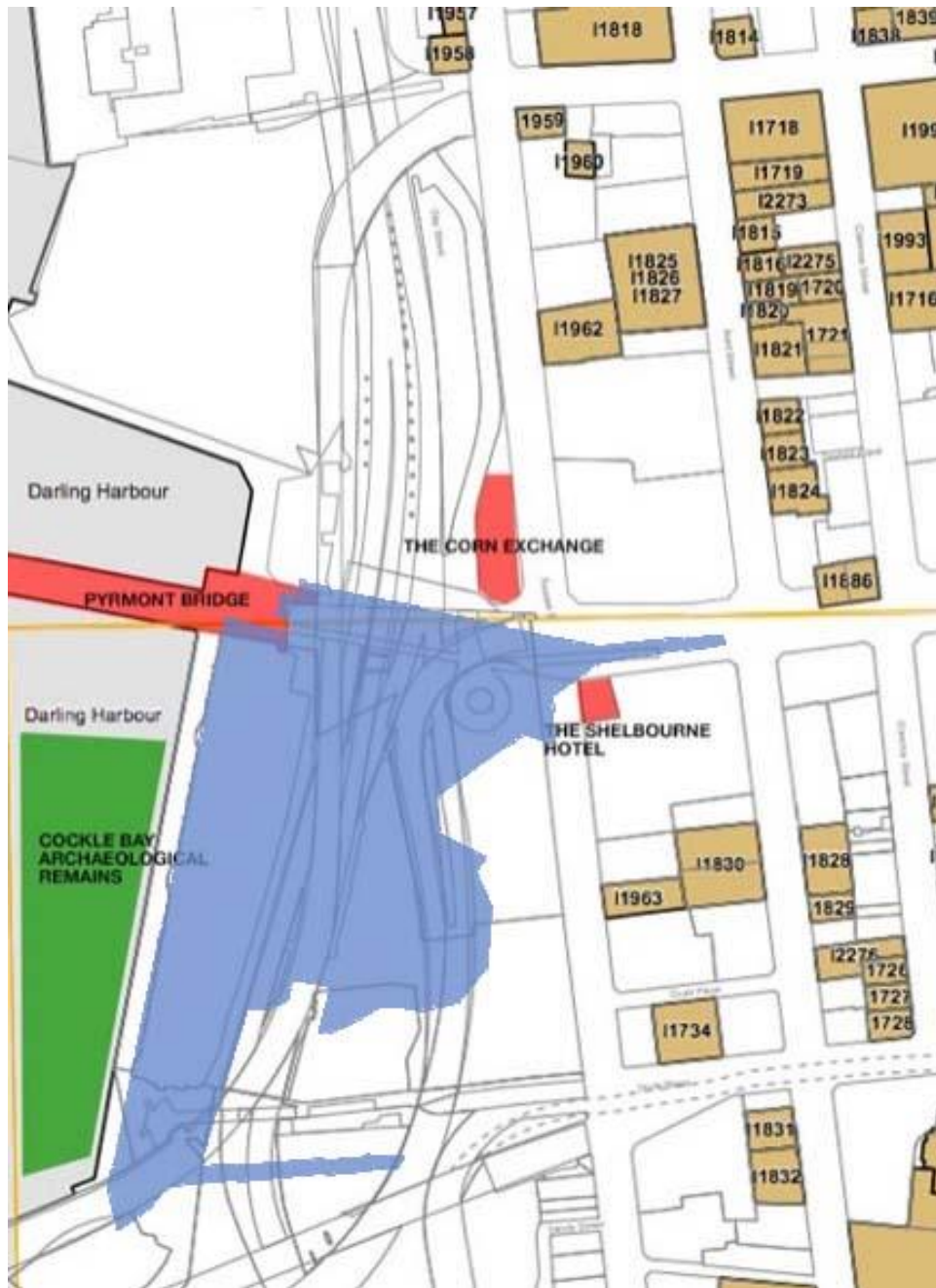



Figure 26: Excerpts from Heritage Map 014 and 015 from the Sydney LEP 2012. The heritage items listed on the Sydney Harbour Foreshore Authority s.170 Register are indicated by the red and green shaded areas. The subject site is highlighted blue. Please note these shadings are indicative only.

Item name	Description/Notes
<p><b>The Corn Exchange Building, 173-185 Sussex Street, Sydney:</b></p> <ul style="list-style-type: none"> <li>• Listed under Sydney Harbour Foreshore Authority s. 170 Register</li> <li>• Listed under NSW State Heritage Register SHR No.</li> </ul>	<p>The Corn Exchange Building is located to the north of the proposed on the opposite side of Market Street. The site has been recently integrated into the recent redevelopment of Four Points by Sheraton Hotel by Cox Richardson Architects. The site is overshadowed by other</p>

01619	commercial towers in the vicinity.
	
<p><b>Figure 27: The Corn Exchange Building as viewed from the Sussex Street and Market Street intersection.</b></p>	

Item name	Description/Notes
<p><b>Shelbourne Hotel, 200 Sussex Street, Sydney</b></p> <ul style="list-style-type: none"> <li>Listed under Sydney Harbour Foreshore Authority s. 170 Register</li> </ul>	<p>The Shelbourne Hotel is located to the north east of the main body of the proposed development site. Presently, the pedestrian ramp which provides access to Pyrmont Bridge is located to the north of the site. The site is overshadowed by the Four Points by Sheraton and 397-409 Kent Street Towers.</p>

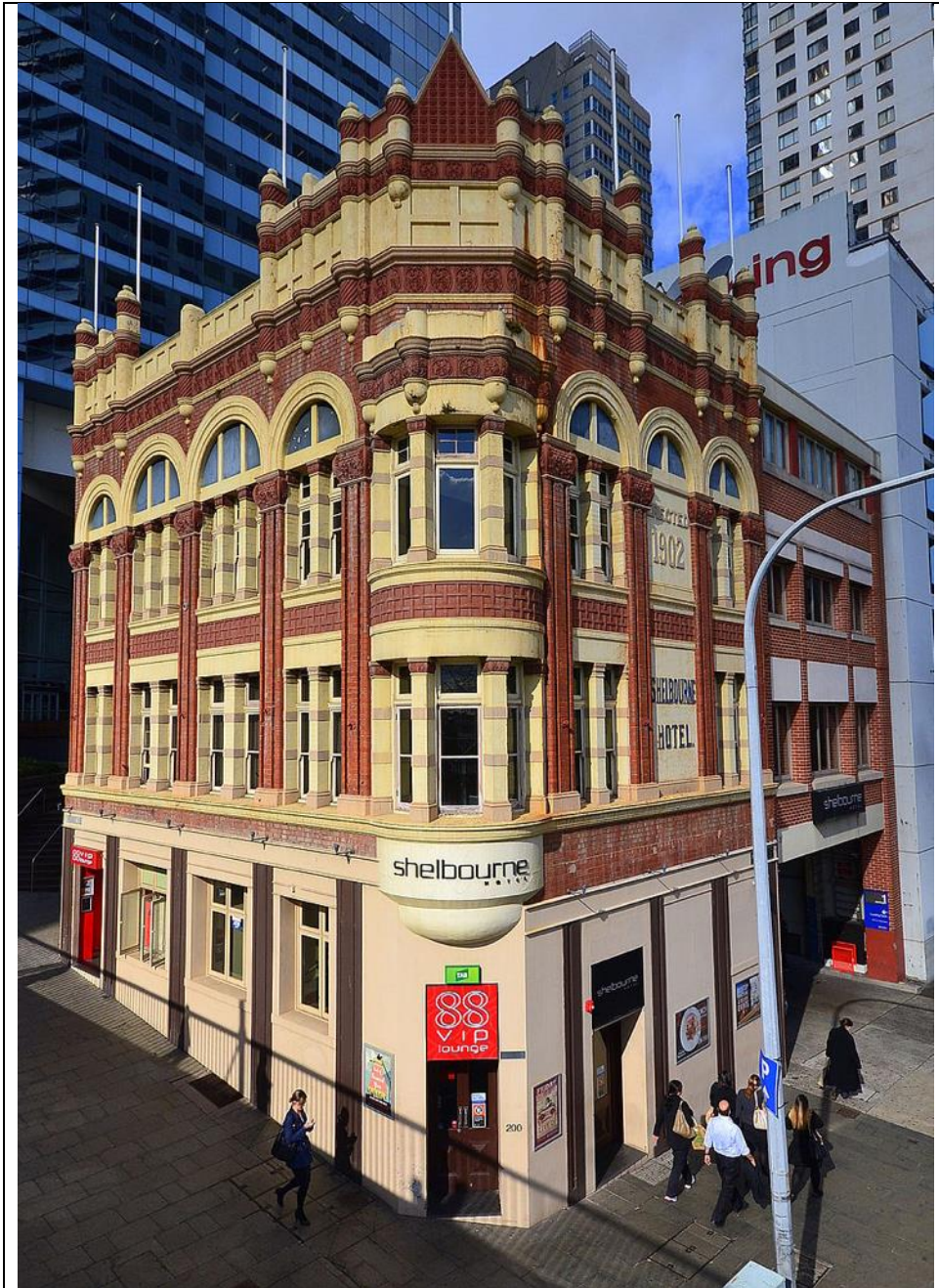


Figure 28: The Shelbourne Hotel as viewed from the Market Street bridge.

Item name	Description/Notes
<p><b>Cockle Bay Precinct Archaeological Remains</b></p> <ul style="list-style-type: none"> <li>• Listed under Sydney Harbour Foreshore Authority s. 170 Register</li> <li>• Located beneath and around the proposed development</li> </ul>	<p>The following information regarding known archaeological remains in the Cockle Bay precinct has been sourced from the Marine Archaeology Assessment by Cosmos Archaeology (2017). See Figure 29:</p>

<p>site.</p>	<p><i>Remains of Wharves from the Late 19th Century</i></p> <ul style="list-style-type: none"> <li>Two piles have been identified as potentially relating to previous wharf structures. One of these piles may be related to Former Streets Wharf (c. mid-1830s to late-1850s), Former Wharf 31 (c. late-1920s to early-1950s) or Wharf 31 (1956 to 1963). The other pile may be related to Hyndes Wharf (c. late 1930s to late-1880s) and Wharf 35 (c.1918 to mid-1980s). Based on the condition of the piles and the fact that they are both protruding at odd angles from the seabed, it is more likely that the piles are related to the later wharves in the sequence of development.</li> </ul> <p><i>Remains of Timber Sheet Piling with Monier Concrete Plates from the Early 20th Century</i></p> <ul style="list-style-type: none"> <li>Twenty piles were identified during the site inspection that are possible remains of timber sheet piling along the eastern side of Cockle Bay, as well as two pieces of possible concrete plates that may be remains of Monier plates used to face the timber sheet piling during rat proofing upgrades to the seawalls. All of these features have been identified in the southern half of the site.</li> </ul> <p><i>Steel Sheet Piling Retaining Wall from the Mid-20th Century</i></p> <ul style="list-style-type: none"> <li>A length of steel sheet piling was identified during the site inspection. This was likely placed between the last recorded rat-proofing upgrade in 1920-1929 and the 1985 plan of seawalls prior to development in the 1980s-1990s. An approximately 120 m length of the retaining wall was noted during the site inspection.</li> </ul>
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	<p><i>S.S. South Steyne</i></p> <ul style="list-style-type: none"><li>• <i>S.S. South Steyne is a moveable heritage item that is currently moored on the northern side of Harbourside Wharf, on the western side of Cockle Bay. Despite not being located within the study area, the vessel has been included in the list of known maritime heritage sites as it is listed on the State Heritage Register, has State significance, and may incur visual impacts as a result of the proposed development.</i></li></ul>
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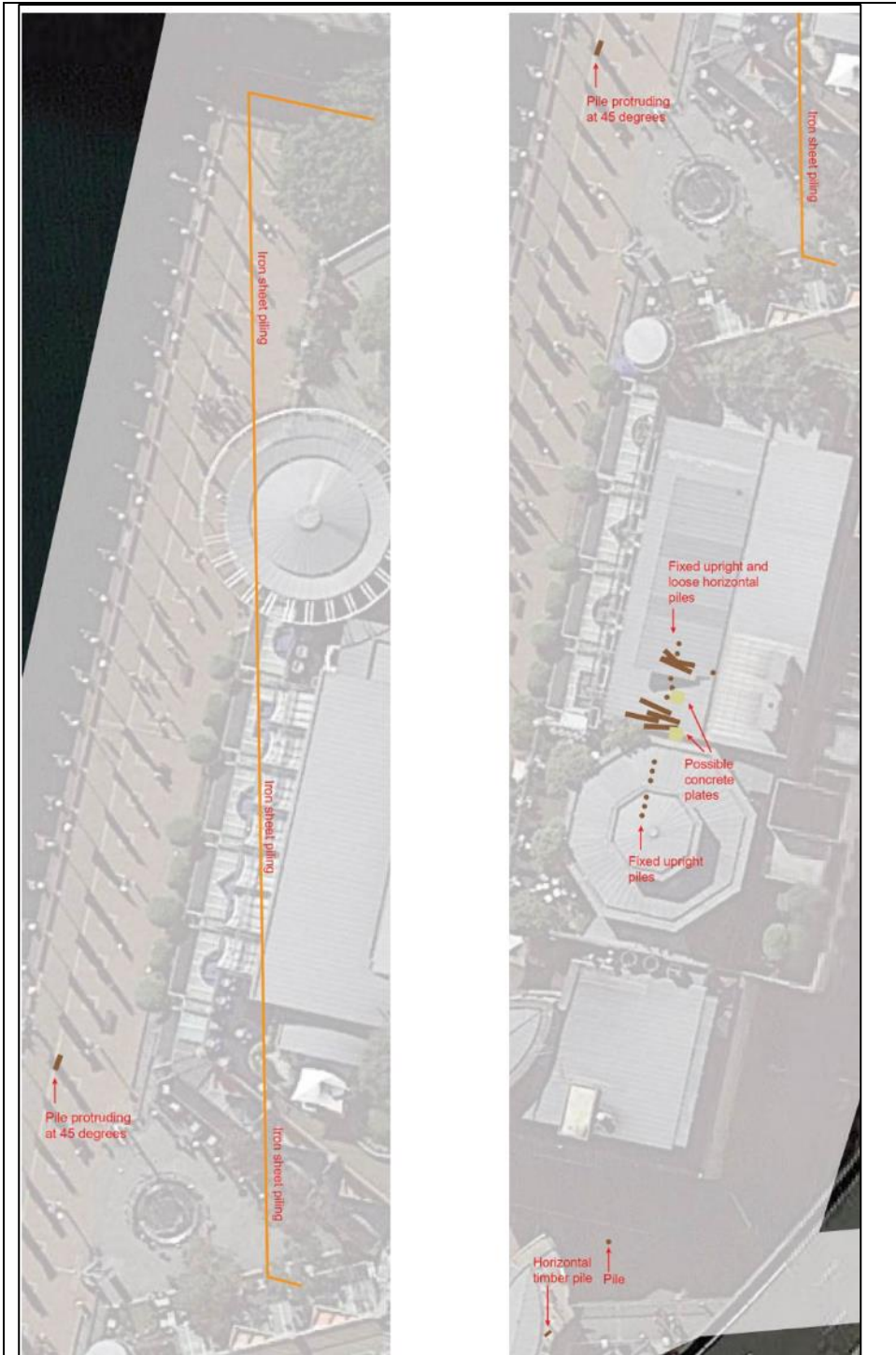


Figure 29: Known sheet piling (left) and Known timber sheet piling and potential wharf remains.

Source: Cosmos Archaeology (2017) Maritime Archaeological Assessment p.80

Item name	Description/Notes
<p><b>Former “Foley Bros” warehouse including cartway, courtyard and</b></p>	<p>Former “Foley Bros” warehouse is located to the east of the proposed development site. This site is already overshadowed by the Darling Park Towers. The site has</p>

<p><b>interiors, 230-232 Sussex Street, Sydney</b></p> <ul style="list-style-type: none"> <li>• Listed under <i>Sydney LEP 2012</i> (I1963)</li> </ul>	<p>recently been redeveloped as part of a new Meriton Tower.</p>
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**Figure 30: Former “Foley Bros” warehouse at Sussex Street.**

<b>Item name</b>	<b>Description/Notes</b>
<p><b>Former “Central Agency” warehouse including interiors, 48-58 Drutt Street, Sydney</b></p> <ul style="list-style-type: none"> <li>• Listed under Sydney LEP 2012 (I1734)</li> </ul>	<p>Former “Central Agency” warehouse is located to the south east of the proposed development site. It is situated between two larger towers and behind the Darling Park Tower Group and is generally in shadow.</p>



Figure 31: Former “Central Agency” warehouse viewed from Druiit Street.

Item name	Description/Notes
<p><b>Former warehouse “Archway Terrace” including interiors, 26-32 Market Street, Sydney:</b></p> <ul style="list-style-type: none"> <li>Listed under <i>Sydney LEP 2012</i> (11886)</li> </ul>	<p>The Former warehouse “Archway Terrace” is located to the north east of the proposed development site. This heritage item is situated a distance from the development site, however is located within a view corridor along Market Street towards the Pymont Bridge</p>



Figure 32: Archway terrace viewed from Market Street.

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## 6 SITE INVENTORY, POTENTIAL STAKEHOLDERS AND AUDIENCES

### 6.1 Opportunities

The Cockle Bay Park site borders the Sydney CBD and Darling Harbour entertainment precinct. It provides an excellent range of opportunities for heritage interpretation that are engaging and relevant to contemporary society. These opportunities include:

- The redevelopment of the site will create new public spaces for socialising, leisure and recreation. The new spaces will be permanently open to the public.
- The new public park and Market Street link will open a more direct link from the City to the Harbour this will assist ease of navigating the area as well as bring in a new local audience to the site;
- The future development of the site has a diverse and captive audience for many different relevant historic and cultural themes;
- The redevelopment presents the opportunity to provide consistency in way finding and signage to assist patrons in accessing the site and surrounding area;
- As a total redevelopment, it presents a unique opportunity to highlight several different stories through many different mediums, which facilitates the engagement of people from different age groups and interests;
- It presents the opportunity to do innovative and creative heritage interpretation solutions/products;
- Opportunities to use any information gathered from the knowledge of traditional Aboriginal land custodians.

### 6.2 Constraints

Although a unique site, the Cockle Bay Park site also presents some practical constraints that should not be ignored if aiming to achieve relevant historic interpretation solutions for the site.

The constraints are related to:

- Gaining an understanding of future operational requirements and how these will impact use of public spaces;
- Available budget for heritage interpretation will direct solutions adopted;
- The site is surrounded by a series of different stakeholders and land users with varying signage style guides that create difficulties in supporting simple and legible access to the site.
- The unknowns of the archaeological findings on the site may change the interpretive outcomes on site once construction commences.
- There are numerous newly developed sites within the immediate vicinity, developing an interpretation strategy that doesn't repeat and is compatible with the surrounding area to enhance the user/public experience is necessary for a successful and engaging interpretation strategy.

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## 6.3 Interpretative Resources

The following elements should be considered and/or are available to aid in the interpretation of the site.

### 6.3.1 First Nations

Creative practices relating to space-making and the built form can be very powerful devices to reflect First Nations cultural values. Elements/designs that echo traditional forms, spaces and messages, or their contemporary interpretations, could be considered within the new commercial or residential developments at the site. Integrating contemporary Aboriginal design features within a new development can send a strong message about the link between Aboriginal people and the landscape and seascape, and subtly allow for reflection of contemporary connections to the land and water.

The development team has engaged Balarinji to better to integrate First Nations culture and values into the design of the project. This included Body of Story workshop held on 11 February 2021 with locally connected Aboriginal community members, Balarinji developed a foundational Aboriginal narrative and key themes for Cockle Bay Park.. The conclusion of this consultation period led to the development of seven cultural design principals/interpretation opportunities:

<b>Cultural Design Principle</b>	<b>Interpretation opportunities</b>
Connection to Country	Soundscapes, public art installations, language integration, reintroducing native planting, natural materials and respecting Mother Earth through sustainability practices.
Aboriginal Culture as a Living Culture	Public art recognising Songlines and history of Aboriginal Sydney, using Sydney Language within the precinct to support the revival of Sydney Language.
Connectedness	Welcome to Country and acknowledgment of Country within the precinct through signage, language, native planting, natural materials and textures reminiscent of Country.
Country Dictates Dynamic Functionality	Experiential art such as canoe building and weaving, a space for Aboriginal people to gather and share culture and stories, native planting and recreating traditional water life through sightlines and technology.
Importance of language	Incorporating Sydney Language, dual naming of spaces and structures, Welcome and Acknowledgement.
Custodianship	Importance of sustainability within the precinct for resilience at Cockle Bay, partnership with Aboriginal people through tourism opportunities and business opportunities.

### 6.3.2 The Pymont Bridge

Although largely outside the boundaries of the subject site, the Pymont Bridge forms the northern end to the development, with a small section of the Market Street land bridge connects to the Pymont Bridge.

The alterations and addition bring new elements to the site. It provides a new location for interpretation of the site and also brings new content to the themes outlined above, in particular the changes to the landscape and new creative endeavours associated with the adaptation of the heritage listed bridge. This legacy can be interpreted under the themes of Peopling Australia, Commerce, Industry and Transport.

The connection to Market Street also provides the opportunity to provide further interpretation to highlight the history of the bridge, including its original route to the CBD.

### 6.3.3 Documentary Evidence

A range of historic maps, plans, photographs, paintings and newspaper articles that tell the story of the evolution of the site are available. Particularly the cartographic maps of the original Wharf locations throughout the evolution of Cockle Bay, post-colonization.

For example, the map sourced from Cosmos Archaeology Maritime Archaeological Assessment showing the extent of wharves that existing in and around the site. This information can be used to provide evidence to incorporate the heritage interpretation into the development site.

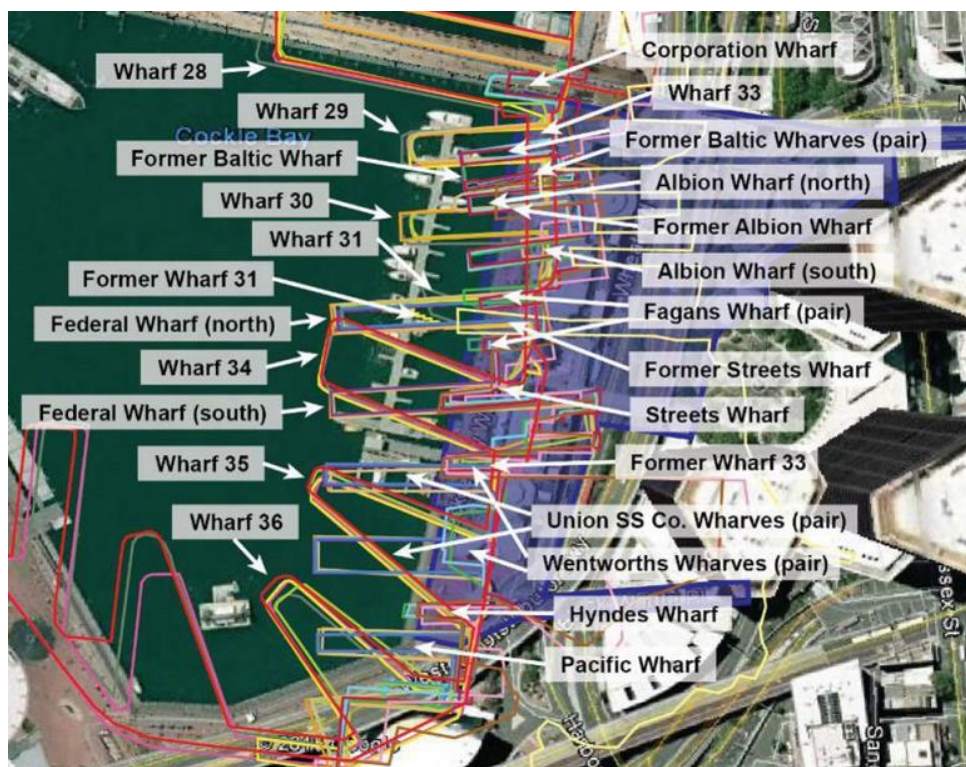


Figure 33: The extent of wharf usage over time in and around the subject boundaries. Cosmos Archaeology (2017) Maritime Archaeological Assessment, p.34.

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### 6.3.4 Archaeological Material

The results of the archaeological fieldwork investigations will only be known after construction commences. A summary of the desktop due diligence findings is outlined below:

- Aboriginal Middens remnants and other artefacts.
- Remnants of the twenty-four (24) Wharf piers, early sandstone seawalls, other maritime historical artefacts.
- The evolution of the shoreline over time through progressive land reclamation.
- History and use of the Pyrmont Bridge., particularly the original linkages to Market Street.

### 6.3.5 Movable Heritage

While there are number of moveable heritage objects and components of the Pyrmont Bridge, there are no known items of moveable heritage associated with the bridge where it intersects with the subject site.

## 6.4 Associated People and Places

The following groups of people potentially have an interest in the site and may be able to further knowledge about it and understanding of it.

- City of Sydney Council
- Local Aboriginal Land Council
- Place Management NSW
- Heritage Council of NSW
- Sydney Maritime Museum
- Community members with an association to the place.
- Current building owners / stakeholders.

## 6.5 Potential Audiences

Identifying who the audience is, assists in making interpretation accessible. Interpretation is most successful when it responds to known audience needs and behaviours. Understanding the audience affects all aspects of interpretation and will inform the location of interpretation, the choice of media for interpretation, as well as the content of interpretation.

Potential audience groups include:

- First Nations People and Community Elders, emerging, and present.
- Customers and employees of the new development.
- Commuters utilising the Pyrmont Bridge.
- Passers-by, not intending to enter the building.
- Stakeholders (see under Associated People and Places above).
- Heritage enthusiasts with an interest in retail history, social history, history of the area etc. These visitors are likely to be fewer in number than people passing through the site.
- Workers in surrounding offices on lunch breaks.
- Specialist tour groups of all ages, whether self-guided or guided.

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The following elements should be considered and/or are available to aid in the interpretation of the site.

## 7 IDENTIFYING KEY THEMES

### 7.1 Preamble

In preparing to interpret a place, it is important to present its history and significance in an informative, interesting and easily accessible way. This is achieved through identifying and then interpreting key themes and stories associated with a site. It may not be possible, or even desirable, to tell every story associated with a site. The Heritage Interpretation Policy published by Heritage NSW states with regard to identifying what to interpret:

‘The significance of many places is multi-faceted, and it is often impractical to communicate every facet...Not all themes and stories are necessarily appropriate or relevant to the identified audience, and reasoned choices need to be made explicit following investigation and consultation.

Story telling is an important dimension of interpretation. Conveying a lot of information and facts about a place is not the purpose of interpretation.’<sup>8</sup>

The following themes are suggested not only by the available documentary and physical evidence, but also with reference to the potential audience groups identified above.

### 7.2 NSW Heritage Themes

The following NSW Heritage Themes are obtained from Heritage NSW. A theme is a way of describing a major force or process which has contributed to history. They provide context within which the heritage significance of an item can be understood, assessed, and compared. A theme may be specific to a local area and in many instances will parallel the State theme or overlap across several. Relating themes is important to understand the importance of the historical forces, processes, events and issues within the area being considered.

NSW Theme	Local Theme	How the theme relates to the site
Aboriginal cultures and interactions with other cultures.	Activities associated with maintaining, developing, experiencing, and remembering Aboriginal cultural identities and practises, past and present; with demonstrating distinctive ways of life; and with interactions demonstrating race relations.	The site has a rich history of Aboriginal Peoples occupation. There are many facets of this significance history that can be explored and interpreted. These themes include: Connection to Country Aboriginal Culture as a Living Culture

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<sup>8</sup> NSW Heritage Office, *Heritage Information Series: Interpreting Heritage Places and Items Guidelines* (2005), pp. 7-8.

<b>NSW Theme</b>	<b>Local Theme</b>	<b>How the theme relates to the site</b>
		<p>Connectedness</p> <p>Country Dictates Dynamic Functionality</p> <p>Importance of language</p> <p>Custodianship</p>
Environment – naturally evolved	<p>There are two aspects to this theme: (1) Features occurring naturally in the physical environment which have significance independent of human intervention. (2) Features occurring naturally in the physical environment which have shaped or influenced human life and cultures.</p>	<p>Progressive development of the foreshore of Darling Harbour</p>
Commerce	<p>Activities relating to buying, selling and exchanging goods and services</p>	<p>The many wharfs that originally occupied the site was key to developing the export of Australia’s produce.</p>
Agriculture	<p>Activities relating to the cultivation and rearing of plant and animal species, usually for commercial purposes, can include aquaculture</p>	<p>Supplying the City Markets with agricultural produce from the various docks and from traffic across the Pyrmont Bridge.</p>
Industry	<p>Activities associated with the manufacture, production and distribution of goods</p>	<p>Wharves were key to distribution of Australian goods.</p>
Transport	<p>Activities associated with the moving of people and goods from one place to another, and systems for the provision of such movements</p>	<p>The Pyrmont Bridge was once a key transport thoroughfare from Pyrmont and beyond, providing access to the CBD prior to the construction of the Western Distributor.</p>
Health	<p>Activities associated with preparing and providing medical assistance and/or promoting or maintaining the well being of humans</p>	<p>An outbreak of bubonic plague in Sydney in January 1900, commencing in the waterfront areas and spreading throughout large portions of the city, was the catalyst for the NSW Government to improve building and planning controls, sanitation and general public health issues. In May 1900, the Government commenced</p>

NSW Theme	Local Theme	How the theme relates to the site
		the resumption of large tracts of private property and associated wharves along the eastern side of Darling Harbour – areas deemed particularly susceptible to disease and most in need of cleansing and redevelopment – as the first step in the “Darling Harbour Improvement Scheme”

### 7.3 Stories of Darling Harbour

Telling the Stories of Darling Harbour identifies potential themes and methods for interpreting the various themes. These are summarised in the following table. These themes and the possible methods for interpretation are subject to review and revision during the preparation of the Heritage Interpretation Plan to address new aspects of the site’s history and/or heritage identified through the consultation process or as a result of any finds associated with the archaeological excavation program.

Story of Darling	Potential Stories Applicable to the Cockle Bay Park Site.	Potential interpretive Response
Gathering cockles – the first people, and European settlement	<ul style="list-style-type: none"> <li>Place in the paving quotes and thoughts describing the original natural landscape.</li> <li>Use installations to showcase the range of traditional lifestyle skills including collecting foods, making tools and raising families.</li> <li>Mark in the paving the outline of the harbour and creek line prior to reclamation.</li> </ul>	The site has a rich history of Aboriginal Peoples occupation. There are many facets of this significance history that can be explored and interpreted. These themes include: Connection to Country Aboriginal Culture as a Living Culture Connectedness Country Dictates Dynamic Functionality Importance of language Custodianship
Steaming ahead – the industrial revolution comes to Sydney	<ul style="list-style-type: none"> <li>Stores of the industrial landscape which dominated the eastern shore of the harbour.</li> </ul>	Opening of the first Pyrmont Bridge in 1857 is especially relevant to the subject site. This storey could be include on the new Market Street connection.

Innovations and industry – innovations in refrigeration, galvanising and food processing.	<ul style="list-style-type: none"> <li>Regular coastal and inter-colonial shipping operates from an increasing number of wharves.</li> </ul>	The industrial aspect of the site, being those buildings behind the wharves could be explored in greater detail, particularly towards the eastern, Sussex/Market
Messing about in boats – Darling Harbour’s ships, shipbuilding and wharves	<ul style="list-style-type: none"> <li>During the above period, the land at the head of Darling Harbour was reclaimed. Between 1864-1865, the newly reclaimed land was fronted with a stone dyke. As Sydney Cove changed its focus to become a major transport interchange, Darling Harbour continued to be home to the private wharfs of international shipping companies and coastal shipping companies, together with the ferry wharfs of companies running services to Balmain and up the Parramatta River.</li> </ul>	The history of the twenty-four wharves that were once located on the site are well documented but not readily interpreted. Drawing attention to the early stages of the industry.
Getting the goods how roads, rail and shipping connected Darling Harbour to the world.	<ul style="list-style-type: none"> <li>Darling Harbour was a burgeoning trade port where roads, rail and ships converged. It was from here that NSW exported its wheat, coal and wool; and where Sydney received its finished goods and passengers from overseas.</li> </ul>	Use photographs and paintings to describe what the wharves on the subject were used for.
Power to the people – how Darling Harbour powered Sydney with electricity, lit it with gas, provided the power to drive its trams and hydraulic lifts.	Pymont Bridge was first built in 1857 the government built the first Pymont Bridge, replaced by the current bridge in 1902, to link the town with Pymont and Glebe. It is the oldest electrically powered swing-span bridge still operating in the world.	Highlighting this historical face and other information about the significance of Pymont Bridge through inlays in the ground along the Market Street connection.
Skill, sweat and toil – jobs and working conditions	Construct a ‘workers walk’ that timelines the evolution of workers rights and working	Potentially incorporating these stories of the workers within the new office towers public spaces.

during the industrial years.	conditions with key milestones of strikes, the use of 'scab' labour, the rise of trade unionism and eventual political action.	
A room with a phew – the terrible living conditions around Darling Harbour, and the impact of the bubonic plague.	<ul style="list-style-type: none"> <li>• Locate large-scale historic street and building photographs, near to where they were taken, where possible, to demonstrate the range of living conditions for both worker and merchant classes.</li> <li>• Locate photographs of workers and merchants and embellish with evocative text and quotations that describe their living conditions, their working and family life.</li> </ul>	Could be explored though "superimposed signage" to show what the living conditions were like as compared to now.
Wars and the Depression – how Darling Harbour changed during the world wars and the Great Depression.	Present evocative images of soldiers leaving and returning from war with quotes and descriptions of wartime hardship.	Quotes etc could be imbedded into pavement.
Decline and rebirth – Darling Harbour's transformation from port and industrial area to leisure and tourism precinct.		Highlight the The Darling Harbour redevelopment project was completed in 1988 and officially opened during bicentenary celebrations; with the head of the harbour and associated entertainment precinct renamed "Cockle Bay" and development to the current building and the architectural and engineering story behind the development.

## 8 INTERPRETATION RECOMMENDATIONS

### 8.1 Key Considerations

As defined in The Burra Charter, interpretation is "all the ways of presenting the cultural significance of a place". This may be a 'combination of the treatment of fabric'; 'the use of and activities of a place'; and 'the use of introduced explanatory material'.

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According to the NSW Heritage Council Heritage Interpretation Policy (August 2005), "Heritage interpretation is a means of sharing Australian culture and history within communities and with other communities, new citizens, visitors and people overseas. It is also a means of passing on the knowledge and appreciation of Australian culture to new generations".

Given consideration to the site's needs and requirements, there are a number of best interpretative practices that may be considered when planning for heritage interpretation.

The role of a Heritage Interpretation Strategy is to provide strategies and advice for interpreting a heritage item. An Interpretation Strategy is based on research and analysis that is utilised to communicate the significance and history of the item. It identifies key themes, storylines and audiences and provides recommendations about interpretation media. It also includes practical and specific advice about how to implement these strategies to inform a future detailed Interpretation Plan, which will include specific interpretive graphic materials.

In scoping an interpretation plan for the site, key considerations include:

- The site's proposed layout and built environment;
- The site's heritage value and local history;
- Consideration of various stakeholder guidelines and expectations for interpretation on the site.
- Consideration of any remaining built heritage, moveable heritage or archaeology related to the site;
- Consideration of the proposed use of the precinct and associated audiences;
- Consideration of existing interpretation on site and surrounds;
- Consideration of the following limitations:
  - Interpretation devices must not impede movement or views within the site
  - Interpretation should be publicly accessible
  - Interpretation should avoid adverse physical or visual impacts to heritage fabric
- Community and stakeholders input.

### **8.1.1 Audience Requirements**

The principal audiences (see Section 5.4 above) include people who may have time for intensive interpretation material (i.e. students) and people who do not have large amounts of time to become engaged with interpretation.

There is a need for media that can be quickly absorbed or passively engaged with and for more intensive interpretative media or, at the very least, directions on where to find additional information.

### **8.1.2 Compatibility with nearby developments**

Following additional input from Place Management NSW an analysis of nearby development sites will be undertaken to examine the key themes, stories and histories interpreted as well as the style of any interpretation of public art relating to the history of the site. This will avoid replicating the stories and themes, making the entire walk

along Darling Harbour more enjoyable and engaging for all users. It is proposed to undertake further analysis of the following sites:

- Barangaroo.
- Sydney International Convention Centre, Exhibition & Entertainment Precinct (SICEEP), Darling Harbour.
- W Hotel
- Four Points Hotel Expansion

## 8.2 Interpretive Zones

There are a large range of interpretive products and initiatives available to ensure that the key stories at a site are told in the most effective and engaging manner possible. In terms of this specific site, there is the opportunity to provide a wide range of interpretive products in: the newly designed public spaces surrounding the new public park; on any interactive facades of the new building; in the choice of fabric in redevelopment; in the proposed landscape design of the public spaces; in site specific way-finding and digital content; and in site specific art installations etc. Such products should aim to establish a dialogue between the local themes and stories as well as its broader NSW context, in which the significance and relevance of the Cockle Bay Park site exists. The below zones are considered to be the key locations for interpretation which will received the most traffic from the general public.

Interpretive Zone	Potential Theme/Stories
Market Street Link/Pymont Bridge.	History and development of the area, interpretive public art,  Stories of the industrial landscape which dominated the eastern shore of the harbour.
New Public Park above western distributor	Gathering cockles – the first people, and European settlement  Archaeological finds interpretation, natural history of the area.
Public thoroughfares between new retail and hospitality tenancies.	Messing about in boats – Darling Harbour’s ships, shipbuilding and wharves  Getting the goods how roads, rail and shipping connected Darling Harbour to the world.  Power to the people – how Darling Harbour powered Sydney with electricity, lit it with gas, provided the power to drive its trams and hydraulic lifts.  Skill, sweat and toil – jobs and working conditions during the industrial years.

<b>Interpretive Zone</b>	<b>Potential Theme/Stories</b>
Lobby of the new tower.	Any historical theme or story interpreted through public art.

## **9 PHYSICAL INTERPRETATION OPTIONS**

There are many ways in which the history and significance of a site can be interpreted. The interpretation devices discussed below aim to convey information about the heritage values of the site by creating direct and tangible links to the history and stories of the site. Any physical interpretation will require coordination with public art strategy, architecture, public art and landscape design.

The use of a consistent form of communication e.g. typeface, colour and graphic layout are important elements in the presentation of interpretive materials.

### **9.1 Signage**

Interpretive signs can take several forms, ranging from small scale identification plaques through to large scale information boards. All forms have their merits, and the final form of interpretive signage must be dictated by the overall aim and vision of the interpretive scheme. A separate signage and wayfinding report

Darling Harbour is well represented in the historical record through artwork, historic photographs, maps and plans, public records, and salvaged heritage fabric. Informative signage should utilise a range of these resources to produce a dynamic, highly informed, accurate signage panels. Informative text does not need to be “text-heavy” and can convey the sense of intent through a mixture of image and text.

To provide connectivity between the key sites, both in terms of information disseminated and visually, the heritage walk could be further enhanced through a history timeline, installed within the paving along the foreshore/ promenade or within walls/ landscaping

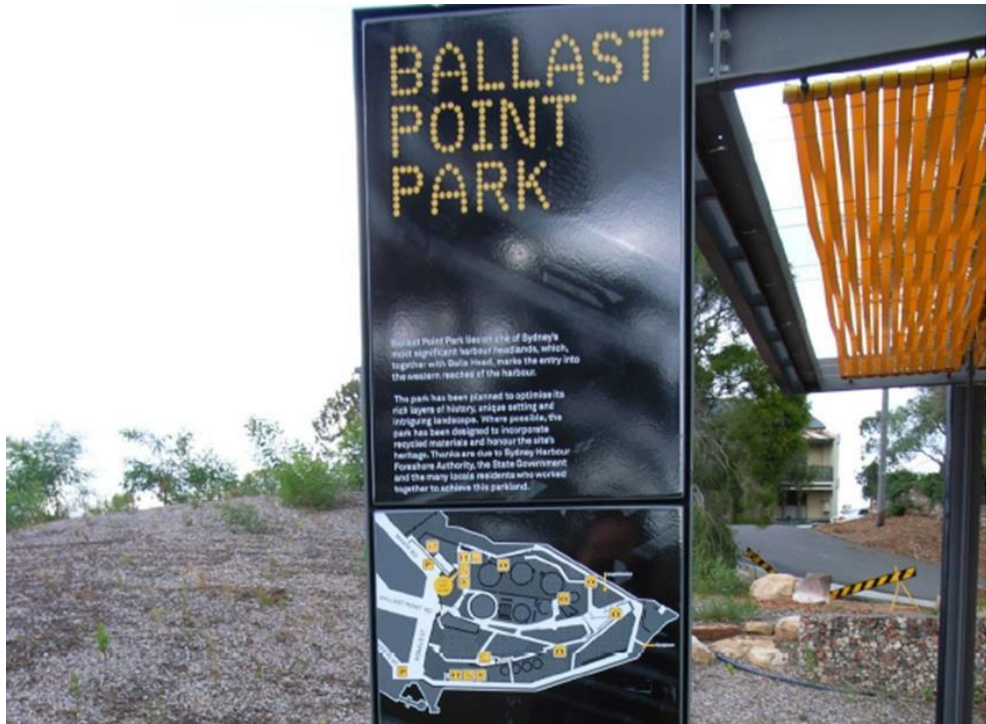
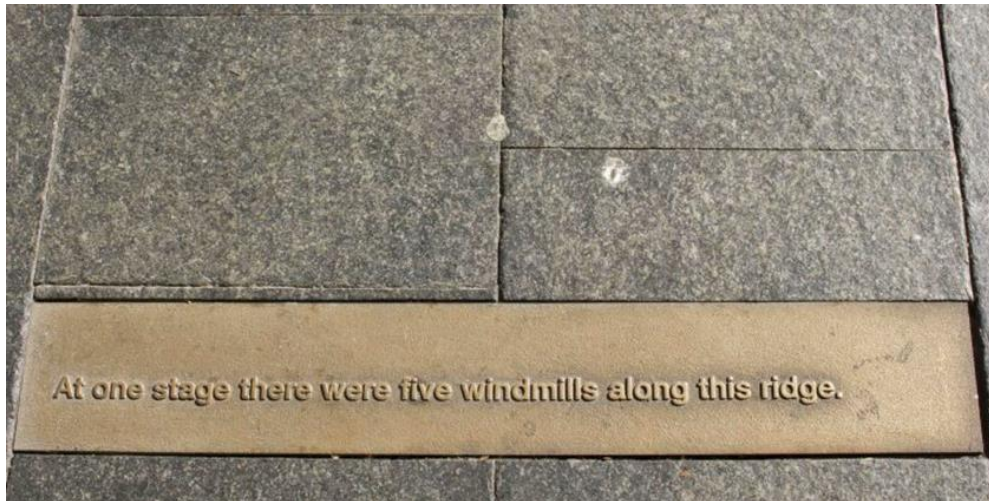


Figure 34: Ballast Point Park interpretation panel with information about the site, including a map.



Figure 35: The display panels used in this heritage interpretation for Ballast Point consists of concrete section with timeline history information. The display serves as a retaining wall as well as a display. This could potentially be used along the foreshore, in some areas



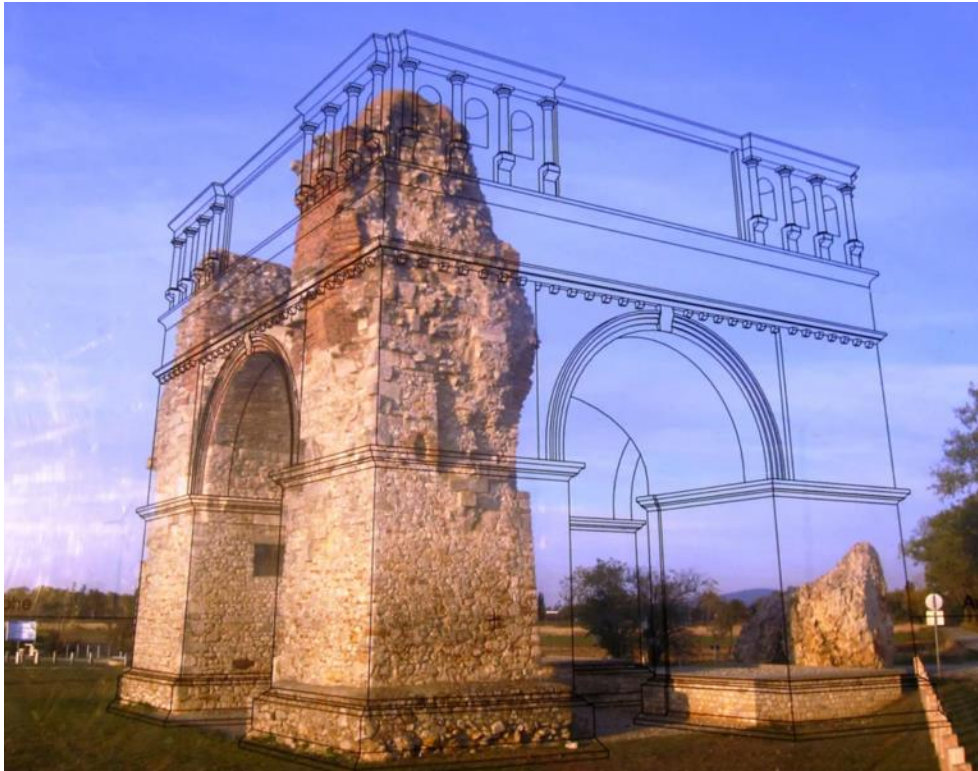
**Figure 36:** Brass signage inlaid into concrete. *it is part of a larger project called "Strip on Strip" in the Kings Cross, whereby a number of "strips" with history about Kings Cross have been recessed into the footpath, along Darlington Road.*



**Figure 37:** A brass plaque with timeline information at Circular Quay, embedded in the paving.

Other more interactive forms of signage that help identify places can allow a user to engage with beyond its physical interface. For example, installations that allow audiences to visually “superimpose” the historic against the existing gives an additional level of audience appreciation towards the development of the place over time.

This could be used to show the original wharf configuration or other development of the area over time.



**Figure 38: Superimposed signage on a partially ruined site.**

As opposed to traditional signage which is direct in its delivery of information, interpretive signage can also be quite ambiguous and indirect in meaning, alluding to historic themes in a subtler way. Esoteric interpretation can form a good supporting interpretive installation that does not add to a cluttered and busy interpretive precinct. In most instances, this form of interpretation can be quite artistic, abstract and sculptural.



**Figure 39: Granite footpath showing topographical layers of the area.**



**Figure 40: Interpretation at 140 William Street in Perth  
Source: Fabio Ongarato Design.**



**Figure 41: Tree grates outlining the botanical history of the area.**



**Figure 42: Another example of tree grates being utilised for interpretive purposes.**

## 9.2 Place Naming

Place naming is a subtle yet effective form of interpretation, providing names for new urban areas, streets or elements which allude to the history and significance of a place, event or era. In the case of the Cockle Bay Park there is opportunity to name the park after a historic period, theme or site as related to the precinct.

## 9.3 Archaeology

As noted above, the results of the archaeological fieldwork investigations will only be known after construction commences available after we commence construction. A summary of the desktop due diligence findings is outlined below:

- First Nations Middens remnants and other tools or artefacts.
- Remnants of the twenty-four (24) Wharf piers, early sandstone seawalls, other maritime historical artefacts.
- The evolution of the shoreline over time though progressive land reclamation.
- History and use of the Pymont Bridge., particularly the original linkages to Market Street.

Some examples of ways in which archaeological findings can be displayed include the following:

- Footings or other findings within the ground could be displayed in the foyer of a building underneath
- Glazing or as an open display.
- Display cabinets can be installed within the foyer/ entrance to a building and include smaller or fragile
  - Archaeological findings e.g. shells, glass bottles, combs, shoes etc.
  - Larger items can be displayed within the public domain, as part of the history walk detailed in Section

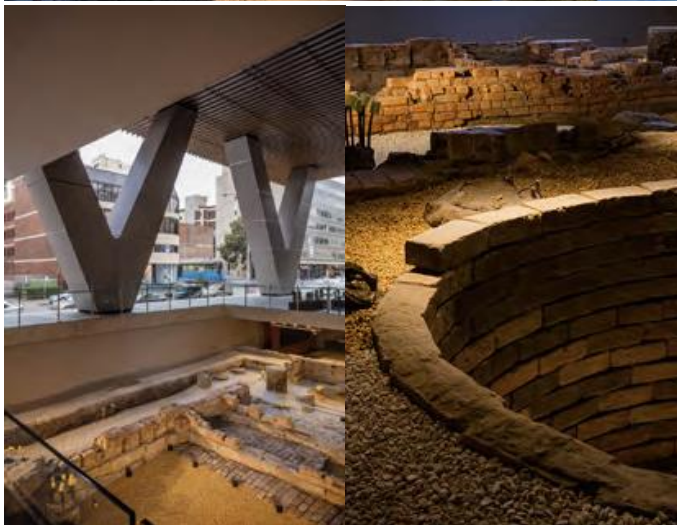
The following images provide an overview of the ways in archaeological remains has been interpreted and displayed.



**Figure 43: The Big Dig in The Rocks contains the foundations of over 30 homes and shops, the earliest dating from c.1795. The foundations have been displayed internally within the YHA building.**



**Figure 44: historic crane, displayed along the Glebe foreshore walk. Robust movable heritage can be displayed outdoors within the promenade/foreshore walk.**



**Figure 45: The Philip Ruddock V Heritage Archaeology Display Centre 45 Macquarie Street, Parramatta Open to the public in 2017 the site is located beneath a new residential development and houses evidence of Parramatta's foundations as a penal settlement, or 'Gaol Town' in 1790.**

#### **9.4 Landscape Design**

Plantings of species that were in the Sydney foreshore area prior to European arrival, and therefore part of the Indigenous landscape, is another option. Public parks throughout the development could feature a range of local native plants, such as mangroves at the water's edge, acacia and grevillia. Examples that were food sources, such as a lillypilly, could also be considered. Engaging an Indigenous landscaping company or seeking advice from the Royal Botanic Gardens (Cadi Jam Ora: first Encounters Garden) to provide input is recommended.



**Figure 46: Native plantings at Barangaroo Reserve, Sydney**  
Source: Artefact Heritage

Incorporation of innovative approaches to public spaces provides opportunities for the community to meet and form new understandings of the history of their area. Interactive spaces can include playgrounds, historic walks and interactive installations. For example, the Sub Base Platypus by Aspect Studios provides both a mix of landscape design, artwork and heritage interpretation.



**Figure 47: Sub Base Platypus, interpreting the original location of fuel reserves through landscape design.**  
Aspect Studios



**Figure 48: Playground equipment explaining how radar and the Phonetic Alphabet functioned.**  
Aspect Studios.

## 9.5 Public art

There is an opportunity to commission a piece(s) of art inspired by the history and significance of the site. The work should be of high quality and visually arresting. Three-dimensional art can sometimes stimulate emotional response that other interpretation techniques cannot. It can be used to reveal intangible aspects of a site's history and provoke a sensory response.

A variety of unique site-based installations, together with supporting didactic information, can be used rather than installing a uniform series of predictable signage panels across the site.

The range of artwork installations recommended for the Cockle Bay Park should explore significant aspects, such as the ten historical themes identified in Section 7 above. the Thematic History including the following:

- First Nations occupation and recourse use;
- Occupying the land;
- Establishing transport infrastructure;
- Reclaiming land;
- Establishing industries;
- Transporting and storing goods;
- Establishing utility infrastructure;
- Providing building materials;
- Establishing and maintaining leisure facilities;
- Supplying food;
- Health and responses to disease outbreak.



**Figure 49: Four thousand fish - ice fish and canoe installation plus interpretive panel honouring fisherwomen and Barangaroo by Emily McDaniel, Barangaroo**



**Figure 50: The old timber escalators at Wynyard Station have been removed and rearranged on the ceiling in a dynamic artistic interpretation by Chris Fox of their original use and form.**  
Source: Architecture and Design



**Figure 51: Edge of trees by Fiona Foley and Janet Lawrence, Museum of Sydney.**  
Source: [sydneylivingmuseums.com.au/exhibitions/edge-trees](https://sydneylivingmuseums.com.au/exhibitions/edge-trees)



**Figure 52: Fish school, Jamie Sargeant.**

## 9.6 Projections

An effective medium for activating public spaces in a flexible way, without making any physical impacts is light projections. Projections could be developed as part of the Public Art Strategy, or separately. Projections are well suited to showcase historical structures, landscapes, events and people that are associated with the site. Projections could be used on the exterior or interior of the site to celebrate the First Nations cultural heritage of the area, or to celebrate memorable events at this site. Projections

can evoke curiosity in viewers and encourage them to seek more information to understand the meaning of the installation. Projections could be used to convey storylines under all themes, depending on the content chosen. Examples of light projections are presented in the images below.



Figure 53: Sydney's hidden stories displayed at Customs House as part of the Vivid Festival.



Figure 54: The Ashurbanipal Exhibition at the British Museum utilising projections to highlight stories.

Source: British Museum

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## **10 NEXT STEPS**

This interpretation strategy forms the basis of future implemented interpretation on the site. At the time of preparation, the design of the site is still in preliminary phases, it is therefore critical that discussion regarding the incorporation of interpretation into both the architectural and landscape design is initiated prior to further development of the design. This will mean that the interpretation is wholly incorporated into the design of the site and doesn't appear as an add-on very late in the construction process.

## **11 SUMMARY AND CONCLUSIONS**

The requirement to prepare a draft Heritage Interpretation Strategy as part of the Stage 2 SSD application has provided an opportunity for the whole site interpretation to be considered, both for now and in the future. The key themes and storylines developed as part of this interpretation strategy process form a strong basis for developing interpretation that is relevant across the whole Cockle Bay Park site.

In particular, there is the opportunity to create meaningful products that not only continue to celebrate the significance of the Cockle Bay and its relationship to the surrounding areas, but also the significant role of the as an entertainment, retail commercial, tourist and public space destination within the heart of Sydney.

The next stages of interpretation will be refined during future development phases at the site, when archaeological field work investigations and stakeholder engagement are completed to ensure that the final interpretive products proposed are engaging, inspiring and represent the cultural significance of the site.

This report satisfies the heritage interpretation requirements outlined in both the SSDA and SEARs.